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June 21, 2004

To: Supervisor Don Knabe, Chairman
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Supervisor Michael D. Antonovich

From: David E. Janssen
Chief Administrative Officer

PROPOSED TRANSFER OF LAKE LIFEGUARD OPERATIONS FROM PARKS AND RECREATION TO THE FIRE DEPARTMENT

On April 6, 2004, your Board instructed this office to work with the Fire Chief and the Director of Parks and Recreation to report on: 1) the merits of the transfer of lake lifeguard operations from the Parks and Recreation (Parks) Department to the Fire Department (Fire) along with a cost analysis; 2) a definition of the duties of the lake lifeguards if transferred to Fire; and 3) how the move will affect pool lifeguards.

It is recommended that the lake lifeguard function remain in Parks. The proposed transfer to Fire would require additional onetime and ongoing costs to the General Fund, and create operational concerns for both Departments, which could impede the transfer and seamless operation of the lake lifeguards.

The cost analysis assumes that the proposed transfer would be based on current lake lifeguard staffing levels of 38.21 positions at all three lake facilities as opposed to the full staffing levels. The lake lifeguard operation at Castaic Lake Recreational Area, Bonelli Regional Park, and Santa Fe Dam Regional Park was fully staffed with a total of 65.41 budgeted positions prior to the curtailment of Castaic Lake to address the County's projected structural funding deficit.

Cost Analysis

As detailed in Attachment I, the proposed transfer of the lake lifeguard operation to Fire, at its current staffing level of 38.21 lake lifeguard positions, is expected to result in the following increased costs:

Administrative Overhead	\$543,000
One-time startup	375,000
NCC backfill (Parks' revenue loss)	<u>170,000</u>
	\$1,088,000

- Administrative overhead: Fire would charge the General Fund \$543,000 for overhead costs in managing the additional lake lifeguard personnel, which is not currently included in Parks' budget. It is not feasible to transfer administrative positions from Parks to Fire since Parks will continue to require administrative support to meet its existing recreational programming needs.
- One-time startup: Also included in this estimate are startup costs that Fire would incur for one-time personnel services and expenses; equipment upgrades for compatibility; vehicle and vessel maintenance; and minor lifeguard facilities construction projects such as painting, plumbing, electrical, and general repair work (Attachment I).
- Net County cost (NCC) backfill: Because the revenue exceeds the current cost of the lake lifeguard operation, the transfer of this revenue to Fire would result in a \$170,000 deficit for Parks (Attachment I). Parks would either be provided with NCC backfill to cover this loss or would be forced to take a service curtailment.
- Revenue: A major revenue component is the \$1.26 million in Flood Control funding for lifeguard services at Bonelli. A separate agreement between Fire and the Flood Control District is necessary to reallocate this funding directly to Fire.

Other revenues transferred to Fire include a percentage of reimbursable staff hours for filming and special events as well as boat launch, vehicle entry, and swim beach fees, totaling \$2,225,000. This estimate reflects the recent Board-approved fee increases.

Furthermore, the Director of Parks and Recreation has the authority to impose the recently established swim beach fee, up to \$2, at all three facilities beginning next fiscal year, as approved by your Board on May 25, 2004. It is uncertain at this time how the beach going public will respond to this new fee. Therefore, the revenue projections provided in this report may be less than indicated.

The estimated increased cost of \$1,088,000 resulting from the transfer will increase if: 1) revenue projections, such as the new swim beach fee to be imposed July 1, 2004, do not materialize; 2) Flood Control funding from Public Works is not available in the future; or 3) Fire requires additional administrative support to manage the lake lifeguard personnel. Parks and Fire indicate they will be unable to absorb any additional cost increases within their existing budgets. It should also be noted that an additional annual cost of \$1,819,000 would be incurred should your Board decide to restore full lake lifeguard operations at Castaic Lake (Attachment II).

Operational concerns

Lake lifeguard services provided at all three lake facilities parallel many of the ocean lifeguard operations; however, there are some significant differences related to anticipating, preventing, and effecting rescues in the ocean environment. While Fire's existing organizational structure, as a public safety agency, may be viewed as more suitable to direct the County's lake lifeguard

operations, other issues may negatively impact the transfer and seamless operation of the lake lifeguards.

Fire conducts extensive background checks and medical screening for all recurrent and permanent ocean lifeguard applicants. While the medical screening is the same for both organizations, Fire conducts a more extensive background check that would be required for all lake lifeguard personnel. In addition, the ocean lifeguards undergo intensive training and are required to possess certain licenses prior to final appointment. As indicated on Attachment III, lake lifeguards meet most of these requirements including swift water rescue, SCUBA, and P.C. 832 training (power of arrest), but would require additional training in marine fire fighting provided by Fire. It is possible that some employees will not meet Fire's requirements and/or training standards. It is not feasible for Parks to absorb these employees within their existing resources should this occur.

Based on an initial assessment, Fire is concerned that the curtailment of lake lifeguard services at Castaic Lake may impact public safety. The Fire Chief is recommending that funding be restored to the full lake lifeguard staffing level if the transfer is approved.

Duties and Responsibilities

According to Fire, there will be no change of duties and responsibilities if the lake lifeguards are transferred to Fire. Aside from their daily lifeguard duties, lake lifeguards will continue to patrol park grounds and boating activities, and respond to emergencies throughout the park. They also assist in the routine maintenance of their assigned locations including the chlorination systems. They will also continue to administer the Junior Lake Lifeguard Program.

The following describes essential duties and responsibilities performed by each of the lake lifeguard classifications. Attachment III also includes a comparison of duties between lake and ocean lifeguards.

- The recurrent Lake Lifeguard positions assist in lake patrol and boat maintenance; provide surveillance of an assigned area of the lake or beach from the lifeguard towers, docks, or boat decks; and supervise participants enrolled in the Junior Lifeguard Program.
- The Senior Lake Lifeguard positions, as the lead lifeguards, direct and supervise the Lake Lifeguards. This class will continue to operate patrol boats; provide launch ramp traffic and crowd control; conduct training; and manage the swim beach chlorination system.
- The Supervising Lake Lifeguards provide administrative and technical supervision to all lake lifeguard personnel.
- The Lake Aquatics Manager manages the lake aquatics activities and sets the level of service as well as training.

Pool Lifeguards

The proposed transfer of the lake lifeguard operation to Fire will not affect the pool lifeguards managed by Parks. Pool lifeguards are required to have the requisite skills to prevent accidents and effect rescues in a swimming pool setting. Although underwater certification is among the requirements, the pool lifeguards are not trained for open water rescues. In addition, the pool lifeguard classifications are not in the safety retirement plan and are not represented by the Los Angeles County Lifeguard Association. Pool lifeguards are primarily seasonal positions involved in recreational programming.

Conclusion

We do not recommend the transfer of the lake lifeguard operation. Financially, the proposed transfer is cost-prohibitive, as it would require an additional \$1,088,000 for administrative overhead and onetime startup costs. Furthermore, it is anticipated that this cost will increase incrementally if additional issues arise. The affected departments have also expressed concerns regarding the operational and safety conditions that could negatively impact the lake lifeguard operation, if transferred to Fire.

The estimates provided are preliminary and are based on the information that was readily available at the time of this report. Therefore, further refinement would be necessary if the lake lifeguard transfer were to occur.

If you have any question, please contact me or your staff may contact Debbie Lizzari at (213) 974-6872.

DEJ:SRH:DL
RG:CD:lbm

Attachments

c: Executive Officer, Board of Supervisors
 County Counsel
 Fire
 Parks and Recreation

Lifeguard Response.bm

COST OF PROPOSED TRANSFER
FY 2004-05
Summary

Ongoing Costs:

Salaries and Employee Benefits	\$1,861,000 [a]
Services and Supplies	<u>194,000 [b]</u>

Total Ongoing Cost	2,055,000
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Revenue	<u>2,225,000 [c]</u>
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NCC Backfill	170,000
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Fire Administrative Overhead	543,000
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Fire Startup Costs	<u>375,000 [d]</u>
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Total Cost	<div style="border: 1px solid black; padding: 2px; display: inline-block;">\$1,088,000</div>
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Detail:

Attachment I - A	Cost and Revenue Breakdown by Facility
Attachment I - B	Lake Lifeguard Personnel Costs
Attachment I - C	Startup Costs

COST AND REVENUE BREAKDOWN BY FACILITY

	<u>Bonelli</u>	<u>Castaic Lake</u>	<u>SF Dam</u>	<u>Total</u>
Salaries and Employee Benefits	894,000	256,000	711,000	1,861,000 [a]
Services and Supplies	<u>59,000</u>	<u>64,000</u>	<u>71,000</u>	<u>194,000</u> [b]
Total Cost	953,000	320,000	782,000	2,055,000
Revenue	<u>1,490,000</u>	<u>586,000</u>	<u>149,000</u>	<u>2,225,000</u> [c]
Net County Cost	<u>(537,000)</u>	<u>(266,000)</u>	<u>633,000</u>	<u>(170,000)</u>

Detail

Services and Supplies:

Clothing and Personal Supplies	1,582	1,013	3,797	6,392
Communications	332	0	0	332
Household Expense	0	682	1,246	1,928
Maintenance - Equipment	10,078	1,457	5,813	17,348
Maintenance - Structures & Grounds	3,155	17,968	3,794	24,917
Medical Supplies	1,105	4,298	1,977	7,380
Office Supplies - Stationary & Forms	0	0	0	0
Office Supplies - Other	0	0	0	0
Professional & Specialized Services	450	5,570	0	6,020
Computer Softwares	0	0	0	0
Toilet Rental	0	0	704	704
Small Tools & Instruments	0	3,751	129	3,880
Miscellaneous Charges	128	223	139	490
Auto Mileage	16,561	4,139	15,025	35,725
Traveling Expense	0	0	0	0
Transportation Expense	0	0	0	0
Chlorine/Chemicals	9,798	19,465	22,316	51,579
CWIRS Radios - air time	5,400	752	4,680	11,190
Fuel - lifeguard boats & vehicles	8,023	4,065	9,295	21,383
Training	<u>2,431</u>	<u>600</u>	<u>1,701</u>	<u>4,732</u>
	59,000	64,000	71,000	194,000 [b]

Revenue:

Flood Control - lifeguards only	1,260,000	0	0	1,260,000
Reimbursement of expenses	5,833	30,279	478	36,590
Boat Launch	54,201	253,055	4,465	311,721
Vehicle Entry	85,608	182,062	9,532	277,202
Swim Beach	83,875	114,875	118,875	317,625
Concessions & Mgmt Leases	0	5,280	800	6,080
Water Play Area	<u>0</u>	<u>0</u>	<u>15,000</u>	<u>15,000</u>
	1,490,000	586,000	149,000	2,225,000 [c]

Note: Totals are rounded figures

LAKE LIFEGUARD PERSONNEL COSTS
(Based on 2004-05 rates)

	(A) FTE's	(B) Salaries ¹	(C) Variable Employee Benefits ²	(F=B+E) Total
Bonelli Regional Park				
Lake Lifeguard, hourly	8.57	\$324,242	\$32,424	\$357,000
Senior Lake Lifeguard, hourly	1.57	75,791	7,579	\$83,000
Senior Lake Lifeguard	6.00	277,544	47,182	\$325,000
Supervising Lake Lifeguard	1.00	52,063	8,851	\$61,000
Lake Aquatics Manager	1.00	57,966	9,854	\$68,000
	18.14	787,606	105,891	894,000
Castaic Lake Regional Park				
Lake Lifeguard, hourly	2.61	\$98,748	\$9,875	\$109,000
Senior Lake Lifeguard, hourly	0.60	28,965	2,896	\$32,000
Senior Lake Lifeguard	1.00	46,257	7,864	\$54,000
Supervising Lake Lifeguard	1.00	52,063	8,851	\$61,000
	5.21	226,033	29,486	256,000
Santa Fe Dam				
Lake Lifeguard, hourly	8.43	318,945	31,895	\$351,000
Senior Lake Lifeguard, hourly	1.43	69,033	6,903	\$76,000
Senior Lake Lifeguard	3.00	138,772	23,591	\$162,000
Supervising Lake Lifeguard	2.00	104,126	17,701	\$122,000
	14.86	630,876	80,090	711,000
Total S&EB Cost	38.21	\$1,644,516	\$215,467	\$1,861,000 [a]

Notes:¹Salaries include weighted rate for permanent and temporary and salary savings for permanent.²Variable EB rates - permanent (17%) and temporary (10%)

STARTUP COSTS

Personnel

Background, Orientation, & Medical Checks	\$14,000	
Training to FD Standards	22,000	
Uniforms	<u>30,000</u>	\$66,000

Equipment

Vessel and Vehicle Communication Upgrades	45,000	
Computer Upgrades	5,000	
Scuba Dive Gear	16,000	
Installation of Data Line and Phone Extensions	<u>7,000</u>	73,000

Maintenance

Vehicle and Vessel Repair ¹		165,000
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Construction and Maintenance Projects ²71,000

Total Startup Costs

\$375,000

[d]

Notes:

¹ All boats and trailers are unregistered. Estimates do not include any fees or communications outfitting that will be needed.

² Survey does not reflect roof conditions or HVAC system evaluations. An annual maintenance cost is estimated to be \$25,000 per facility.

COST OF PROPOSED TRANSFER
Current Service vs. Full Service
Comparison Summary (2004-05 rates)

	(A) PARK COST CURRENT SERVICE	(B) FIRE COST (BASED ON CURRENT SVS)	(C) CASTAIC LIFEGUARDS RESTORED	
Ongoing Costs:				
Salaries and Employee Benefits	\$1,861,000	\$0	\$1,290,000 ¹	
Services and Supplies	194,000	0	76,000 ¹	
Administrative Overhead	0	543,000	377,000 ²	
	<u>2,055,000</u>	<u>543,000</u>	<u>1,743,000</u>	
One-time Startup Costs		<u>375,000</u>	<u>76,000</u>	
Total Cost	2,055,000	918,000	1,819,000	
Revenue	<u>2,225,000</u>	<u>0</u>	<u>0</u>	
Net County Cost	<u>\$170,000</u>	<u>\$918,000</u>	<u>\$1,819,000</u>	= <u>\$2,907,000</u>
Positions	38.21	0.00	27.20	65.41

Notes:

¹S&EB and S&S costs reflect the restoration of the remaining 27.2 lifeguard positions curtailed in FY 2003-04

²Additional administrative overhead to cover the direct labor costs for the additional 27.2 positions

LOS ANGELES COUNTY LIFEGUARD JOB ANALYSIS

Training

<p style="text-align: center;">Ocean Lifeguard (74L - \$182.50/day)</p> <ul style="list-style-type: none"> • 1000 meter swim within approved time limit • Ocean Swim qualifying test (1200 meter race) • Interview • Candidate Academy (11 days – appx 10 hours per day) • Hazardous Material First Responder Awareness • Ocean Lifeguard Training Certificate <u>Annual Certification</u> • American Heart First Aid/CPR/AED • 500 meter swim under 10 minutes 	<p style="text-align: center;">Lake Lifeguard (66H - \$18.12/hr)</p> <ul style="list-style-type: none"> • 1000 meter swim within approved time limit • County approved basic training • Interview • 6 weekends of training (110 hours of training plus 40 hours on-the-job training – paid only if hired on full wages <u>Annual Certification</u> • Red Cross CPR/First Aid/AED • 500 meter swim under 10 minutes
<p style="text-align: center;">Ocean Lifeguard Specialist (81H - \$4,761)</p> <ul style="list-style-type: none"> • EMT 1 - D • OLS Orientation • SCUBA Open Water • Scuba First Responder Pool Checkout • 4 months experience as Ocean Lifeguard • Rescue Boat Operations • Incident Command System – ICS 200 • PC 832 (Powers of Arrest) • PWC Training • Marine Firefighting • Swift Water 1 and 2 • Code “R” driving/ EVOC Cert. • Terrorism Training • Sexual Harassment • Sand Driving • Personal Water Craft Operator • Boating Skills & Operations 	<p style="text-align: center;">Senior Lake Lifeguard (75J - \$4,056, recurrents \$23.12/hr)</p> <ul style="list-style-type: none"> • EMT 1 - D • Open Water Lifesaving Certification • State first aid standards • Boat Operation experience • 1000 hours of lifeguard experience in pool, lake, or ocean • PC 832 (Elective) • Swift Water 1 and 2 (Elective) • Sand Driving • Sexual Harassment • SCUBA Open Water (Elective)
<p style="text-align: center;">Captain, Life Guard Services Rescue Boat Captain (both positions: 91L - \$6,291)</p> <ul style="list-style-type: none"> • Two years experience as Ocean Lifeguard Specialist • Captain Orientation • Incident Command System ICS 300 • Hazardous Material First Responder Operational • USCG Masters Operator's License 	<p style="text-align: center;">Supervising Lake Lifeguard (80B - \$4,565)</p> <ul style="list-style-type: none"> • One year experience as a Lake, or Ocean Senior Lifeguard for the County • Operating an inboard engine rescue boat • Swift Water 1 and 2 <p>Note: Exams have never involved a written test</p>

Section Chief, Lifeguard Services (103B - \$8,518) Assistant Chief Lifeguard (R12 - \$8,921) Chief Lifeguard (R13 - \$9,591)	Lake Aquatics Manager (84D - \$5,114)
<ul style="list-style-type: none"> Chief Orientation Incident Command System ICS 400 Management Development Program 	<ul style="list-style-type: none"> One year experience as Supervising Lake Lifeguard Patrol boat operations

Specialized Training & Assignments <ul style="list-style-type: none"> Underwater Rescue Unit UICC Swiftwater Rescue Team BLS Instructor Instructor 1A Instructor 1B EMT Instructor BLS Instructor Trainer PWC Instructor Swiftwater Instructor Marine Mammal Rescue Team Critical Incident Stress Management Team PIO media training Supervisory Development Program Managerial Development Program 	Specialized Training & Assignments <ul style="list-style-type: none"> Underwater Rescue Unit – Castaic dives once a month. The other Lakes every other month at best. The last “annual” physical for Dive team members was 3 years ago. Swiftwater Rescue Team – Not current due to lack of proper equipment and no approval/clearance from Dept. to respond to SWRT calls UICC CISD Team Some have received MFF (not in job specs.), but they lack the PPE Ability to write tickets for misdemeanors & infractions through 832 PC and Title 17
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Catalina Paramedics <ul style="list-style-type: none"> Paramedic License Rescue Systems 1 Advanced Rope Emergency Dive Accident Management Wildland Fire Behavior 	N/A
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Operational Hours

Ocean	Lakes
Northern: 24-Hour (2, OLS - 2300-0700)	Castaic: dawn to dusk
Central: 24-Hour (1, Captain & 2, OLS - 2300-0700)	Bonelli: dawn to dusk
Southern: 24- Hour (2, OLS – 2300-0700)	Santa Fe: dawn to dusk
Catalina: 24-Hour Standby	
Rescue Boat: 24-Hour (1, RBC & 1 OLS)	

Job Specifications

Ocean Lifeguard	Lake Lifeguard
<ul style="list-style-type: none"> • Continuous surveillance of beach and ocean from an assigned tower or lifeguard vehicle • Observance for ordinance violations, hazards, and patrons needing rescue • Exercise knowledge of first aid, First Responder Awareness Haz Mat, swimming and lifesaving techniques, beach ordinances and rules, ocean conditions such as tides, currents, ocean floor conditions, wave actions and their effects in order to protect life and property in an assigned area of ocean beach • Must display physical strength, stamina and swimming skills to effect rescues in rough ocean water conditions • Effects single and multiple rescues in all ocean water conditions using rescue cans or boards • Administers first aid to victims of medical or trauma emergencies • Checks and maintains all assigned equipment • Notifies supervisors of suspicious sewage spills • Enforces all beach ordinances • Responds to questions from patrons • Maintains log book of daily activity • Engages in physical fitness programs established by the Department 	<ul style="list-style-type: none"> • Continuous surveillance of assigned beach, the launch area or the lake from towers, docks, or boat deck. • Observance for ordinance violations and patrons who are in need of rescue or boaters who are in need assistance in launching or retrieving boats • Exercise knowledge of first aid, swimming and lifesaving techniques, lake ordinances and rules, and the effects of conditions such as hazards, wind and variances in depth of the lake to protect life and property • Maintain lifeguard tower and all issued equipment • Administer first aid to victims of medical and trauma emergencies • Maintain log books of daily activities • Effects rescues in the lake using rescue cans or boards • Enforces all lake ordinances • Serves as crew of a patrol boat and operates the boat to maintain position when senior lifeguard goes aboard another vessel or onto docks • Performs operational check of boat & all equipment • Responds as crew member to emergencies such as boat fires, capsized or sinking boats
Ocean Lifeguard Specialist	Senior Lake Lifeguard
<ul style="list-style-type: none"> • Lead lifeguard in charge of sub-areas • Deploys additional lifeguards as needed • Responds to major incidents • Enforces City and County Beach Ordinances • Conducts on the job training • Responds to emergencies on a 24 hour basis • Operates telephone and radio communications, dispatch information to the field/Rescue Boats relating to incidents. Contacts other agencies for additional support or requiring their response • Conducts minor tower and facility repairs • Maintains inventory of rescue and first aid equipment and stocks towers. • Serves as Rescue Boat deck hand • Operates the boat when ranking office boards adjacent vessel. • Responds as crew in all weather/ocean conditions, 24 hours while assigned to rescue boats • Rescue boat maintenance 	<ul style="list-style-type: none"> • Lead lifeguard in charge of shoreline • Deploys additional lifeguards as needed • Responds to major incidents • Enforces Lake ordinances • Conducts on the job training, including patrol boat operations • Operates a patrol boat to enforce regulations and respond to emergencies • Directs crew in daily maintenance of the boats • Minor repairs to towers, facilities and boats

<p style="text-align: center;">Section Chief</p> <ul style="list-style-type: none"> • Manages life saving and rescue activities for a major district (Section) of the coastline, through subordinate area supervisors and lifeguard staff on all shifts, seven days per week. • Commands all lifeguard staff on a 24-hour recall basis at major rescues or emergencies occurring in assigned Section, such as cliff rescues, major fires, planes down at sea and waves battering houses; coordinates staff activities with those of other rescue agencies • Inspects assigned section of beach in a 4-wheel-drive vehicle equipped for major rescues • Ensure revenue stream is maintained through optimal College Affiliation cost recovery • Assists department in development or redevelopment of beach areas; evaluates area's best use, access routes, parking availability and potential problems; assists in monitoring beach concession agreements; and prepares recommendations for Division management • Manages overtime usage and daily hiring of recurrent personnel. • Manages a major administrative unit such as the Lifeguard Training Center, which includes Youth Programs and Community Services • Directs the enforcement of beach ordinances and rules • Directs the issuance of commercial and non-commercial beach permits • Determines need for Section-wide training • Directs on-the-job and formal training programs • Prepares the Section budget • Meets with representatives of other County departments, state and federal agencies to develop procedures for handling problems of mutual concern such as boat or plane accidents, underwater recovery, paramedic responses, or major storms • Provides community liaison with beach cities and local organizations regularly using the beach facilities 	<p style="text-align: center;">Aquatics Manager</p> <ul style="list-style-type: none"> • Manage the lake aquatics activities of assigned facility • Knowledge of the principles of administration and organization, second level supervision • Directs permanent and seasonal staff to insure the efficient operation of a large, year round recreational aquatics program • Reviews budget requests, compiles and justifies budget to the park superintendent • Inspects lake aquatic facilities to insure continuing conformance to departmental health and safety standards • Directs and supervises the development and implementation of all training programs • Supervises or conducts investigation of serious accidents at the lake, and makes recommendations
<p style="text-align: center;">Assistant Chief Lifeguard</p> <ul style="list-style-type: none"> • Reports to the Chief, Lifeguard Services, Fire, and assists in the management of the Division and develops and implements policies and procedures to manage the financial, personnel and equipment resources of the Division • Acts on behalf of Chief Lifeguard in his absence 	<p style="text-align: center;">No Comparable Position</p>
<p style="text-align: center;">Chief Lifeguard</p> <ul style="list-style-type: none"> • Reports to the Deputy Fire Chief, and directs the Lifeguard Division of the Fire Department 	<p style="text-align: center;">No Comparable Position</p>